

**MUNICIPAL ALLIANCE TO PREVENT ALCOHOLISM AND DRUG  
ABUSE**

**PROGRAM GUIDELINES**

**2005-2007 GRANT TERM**

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## **I. INTRODUCTION**

Legislation adopted in 1989 created the Governor's Council on Alcoholism and Drug Abuse and the Alliance to Prevent Alcoholism and Drug Abuse. Funding for the Governor's Council and the Alliance grant program is derived from Drug Enforcement Demand Reduction (DEDR) fines, which are collected from individuals convicted of drug offenses. The creation of the Alliance program was based on the understanding that the cooperation and active participation of all communities in the State is necessary to achieve the goal of reducing alcohol, tobacco and other drug (ATOD) abuse. The goal of the Alliance program is to develop alcoholism and drug abuse prevention and public awareness programs and networks in every municipality in the state.

Over the past 15 years, the Alliance program has successfully united New Jersey's municipalities in a comprehensive and coordinated network of grass-roots prevention programs. This network of programs, which is financed by municipal Alliance grants and augmented by local program matching funds, has had a meaningful impact on substance abuse prevention in New Jersey.

Municipal Alliance prevention programs are developed based on the priorities identified through a prevention needs assessment and prioritization process. A ATOD prevention needs assessment must be conducted by each Alliance prior to submission of its proposal for the three-year grant term beginning in January 2005. The upcoming grant term represents an opportunity for Municipal Alliances to refine existing programs and develop new strategies for preventing ATOD abuse in their community, based on the outcome of the needs assessment. The needs assessment is an integral part of the grant process as it will help Municipal Alliances to identify priority risk factors and target populations, determine what services are available, which need to be expanded and which need to be developed. Municipal Alliance program activities must be directly related to the deficiencies identified through the needs assessment process.

## **II. PURPOSE**

The purpose of this document is to set forth the guidelines and criteria for determining the eligibility of a Municipal Alliance Plan for approval by the Governor's Council on Alcoholism and Drug Abuse for the 2005-2007 grant term. It should be noted that the grant program criteria and guidelines presented here are minimum requirements and should be viewed in concert with any supplementary program guidelines promulgated by the county, which is the primary Alliance grant recipient. Each county is permitted to impose additional requirements provided that they are more stringent than, and do not conflict with, the requirements set forth in this document.

This document outlines program requirements and the procedures for completing the Request for Proposal (RFP) application forms, and identifies necessary supporting documentation and other pertinent information needed for funding approval. RFP application forms, report forms and program reference material are provided in a separate grant application document. The Governor's Council reserves the right to review and amend the criteria and requirements for award approval and the various elements that comprise the RFP during the grant term.

## **III. MUNICIPAL ALLIANCE COMMITTEE MEMBERSHIP**

To participate in the Alliance to Prevent Alcoholism and Drug Abuse, the governing body of a municipality must appoint a Municipal Alliance Committee (MAC), or join with one or more municipalities to appoint a MAC to represent an Alliance consortium. The heart of each community's Alliance prevention effort is its MAC. This committee brings together representatives from governmental bodies, the educational system, the health care community, law enforcement, business groups and the community at large. The MAC will be responsible for developing the ATOD abuse prevention program to be implemented in the community. Membership on a MAC must include broad representation from the local community. Membership may include, but is not limited to:

1. The governing body's appointed representative;
2. The chief of police;
3. The president of the school board;
4. The superintendent of schools
5. A student assistance coordinator;

6. A representative of the Parent-Teacher Association;
7. A representative of the local bargaining unit for teachers;
8. A representative of the Chamber of Commerce;
9. A representative from the local court system;
10. A representative of local civic associations;
11. Representatives of local religious groups;
12. A representative of a local senior citizens group;
13. Individuals who have been impacted by alcoholism and/or drug abuse, including individuals who have been directly affected by their own, or family's member's abuse or addictions;
14. Representatives of labor unions;
15. Representatives of the media;
16. Private citizens with interest or experience in issues concerning alcohol and/or
17. Representatives of public and private organizations involved in treatment of alcohol and drug related problems.

There is no limitation on the number of members who may be appointed to the MAC. Fifty percent of the members, however, must reside in the municipality. Members must be appointed for specific terms. Officers may either be appointed by the governing body, or elected by the Committee. A complete list of Municipal Alliance Committee members, with their addresses, must be annually provided to the Governor's Council.

Municipal Alliance Committees must be established by municipal ordinance or resolution, and bylaws must be adopted. Committee meetings must be held quarterly. Minutes must be kept of all Committee meetings, and a quorum of Committee members is required for action to be taken by the Committee. A quorum is 50 percent of the official Committee membership plus one.

#### **IV. MUNICIPAL ALLIANCE COMMITTEE FUNCTION**

The Municipal Alliance Committee is responsible for:

1. Organizing and coordinating efforts involving schools, law enforcement, business groups and other community organizations for the purpose of reducing alcoholism and drug abuse;
2. In cooperation with local school districts, developing comprehensive and effective alcoholism and drug abuse education programs in grades K through 12;
3. In cooperation with local school districts, developing procedures for the intervention, referral to treatment and discipline of students abusing alcohol or drugs;
4. Developing comprehensive alcoholism and drug abuse education support and outreach efforts in the community;
5. Developing comprehensive alcoholism and drug abuse community awareness programs;
6. Creating a network of community leaders, private citizens, and representatives of public and private human service agencies who will make a comprehensive and coordinated effort to promote and support drug and alcohol prevention and education programs and related activities;
7. Conducting an assessment of their community to determine the needs of the community in relation to alcoholism and drug abuse issues;
8. Identifying existing efforts and services acting to reduce alcoholism and drug abuse;
9. Coordinating projects within the municipality to avoid fragmentation and duplication;
10. Developing programs to be implemented at the municipal level or participating in regionally-developed programs that accomplish the purpose of the Alliance effort and the purposes of the Municipal Alliance Committee; and

11. Assisting the municipality in acquiring funds for Alliance programs, including the establishment of a permanent, standing subcommittee on fundraising.

## **V. MUNICIPAL ALLIANCE PROGRAM APPROVAL PROCESS**

The Municipal Alliance Committee is an integral part of the county system for planning alcoholism and drug abuse services. Each county maintains a Local Advisory Council on Alcoholism and Drug Abuse (LACADA), which is responsible for determining the alcoholism and drug abuse services needed within each county. The LACADA is responsible for developing a comprehensive countywide plan that addresses these goals. The County Alliance Steering Subcommittee (CASS), a subcommittee of the LACADA, is responsible for developing an overall countywide plan specifically for the expenditures of Alliance funds.

Each county has a designated Alliance coordinator who provides technical assistance to the local Alliances in completing the RFP application forms, and coordinates their review by the CASS, LACADA and the Governor's Council. Governor's Council staff are also available to provide technical assistance throughout the application process.

Following completion of the needs assessment, the MAC develops its proposed Alliance programs and completes the RFP application form. The county Alliance coordinator presents the programs submitted by the municipal Alliances to the CASS. The CASS reviews the local Alliance programs and determines if they are consistent with the countywide ATOD abuse prevention goals.

Once CASS and LACADA approve the Alliance programs submitted by the MACs, these programs, along with any proposed countywide Alliance prevention initiatives, constitutes the County Alliance Plan. The County Alliance Plan is submitted to GCADA for review. Following approval by GCADA's Request for Proposal (RFP) Committee, it is presented to the full Council for approval.

Following approval of the County Alliance Plan by GCADA, a letter of agreement is executed between the Governor's Council and the county. This agreement states the Council's intention to disburse funds to the county on a reimbursement basis for funding the implementation of the Municipal Alliance prevention programs within the approved County Alliance Plan.

The County Alliance Plan also is incorporated into the county's overall drug abuse services plan. Following freeholder approval, the county drug abuse services plan is submitted to the New Jersey Department of Human Services,

Division of Addiction Services, for approval. This system integrates prevention planning at the municipal, county and state levels.

The county Alliance coordinator and Governor's Council staff are available to provide technical assistance to local Alliances throughout the needs assessment and RFP application process.

## **VI. GRANT USE GUIDELINES**

### **a) Program Expenditure/Activity Restrictions**

Program Coordination Expenses – A maximum of 50% of a municipal Alliance grant may be utilized for salary and other expenses relating to Alliance coordination and administration functions. These expenses include a) salary and fringe benefits for the municipal Alliance coordinator; b) travel, tuition and training expenses incurred by the Alliance coordinator; c) printing, office supplies, meeting supplies and materials, books and other publications related to Alliance coordination; and d) training expenses for MAC members. This limit applies specifically to program coordination and administration expenses and does not apply to salary and expenses for direct prevention services.

Individual Program Spending Limit – Municipal Alliances awarded a grant of \$10,000 or less, no more than 50% of the grant may be spent on any single program or activity. Municipal Alliances awarded a grant of more than \$10,000, no more than 25% of the grant may be spent on any single program or activity, excluding coordination expenses.

Promotional Items – A maximum of 25% of an Alliance program activity budget may be spent on non-literature type of promotional items.

“Alternative” Activities as a Component of a Prevention Strategy – A program activity that does not involve a specific ATOD abuse education component, but engages youth in a healthy, positive, alcohol and drug free activity during non-school hours, can be part of an effective prevention strategy in that it offers youth alternatives to less constructive activity, such as substance abuse. Alternative activity as a prevention strategy, however, is not enough to prevent substance abuse among youth, and will only be approved as an adjunct to primary prevention efforts. To be approved for funding, the activity must include key elements that have been shown to be effective in reducing young people's vulnerability to abusing ATOD. The activities must focus on building skills among the participants, target youth who are most at risk, involve youth with caring adults, and must be ongoing rather than one-time events. Examples include mentoring programs, community service programs and ongoing, structured recreational activities. Funding specifically for recreational



activities (i.e. sports, entertainment, or other leisure activities), however, may not exceed 15% of a municipal Alliance grant.

Equipment Purchases – A maximum of \$500 of municipal Alliance grant funds may be utilized for the purchase of equipment, which must be used for the sole purpose of the support and performance of programmatic activities. Equipment is defined as is an article of tangible property that has a useful life of more than two years.

Criteria for Utilizing Service Providers: Service providers may be engaged to implement a prevention program or activity for a municipal Alliance. However, such a program must be part of an active, comprehensive municipal Alliance program and may not, in and of itself, constitute the Alliance program. When considering programmatic expenditures for prevention services or programs, priority is to be given to utilizing the most local resources available. Products or services available within the municipality are to be considered first, services within the county second, and services within the state third. Furthermore, priority for program service providers is to be given to not-for-profit organizations. If the desired prevention services or program is not available from a not-for-profit agency, a for-profit organization may be utilized.

Acknowledgement of Funding Source - Any materials developed for distribution, publication or advertisement using DEDR funds must contain a statement acknowledging the Governor's Council on Alcoholism and Drug Abuse as the funding source. All such materials shall have affixed or imprinted the official GCADA logo.

## **b) Disallowable Expenditures**

Supplantation - The legislation creating the Alliance program strictly prohibits the use of program funds to supplant local funds that would have otherwise been made available for alcoholism and drug abuse initiatives. Consistent with the statute, Alliance program grant funds may not be utilized to pay for services or activities that would normally be funded by other sources (e.g. supplanting school district funding of the salary and expenses of school-based substance abuse counselors performing prevention related activities during school hours). The Council will strictly enforce this mandate against supplantation.

Treatment Services - Alliance grant funds are to be used solely on programs for the prevention of alcoholism and drug abuse. Funding ATOD abuse treatment services with Alliance grant funds is prohibited. Treatment is defined as three or more counseling sessions.

Capital Expenditures/Improvements - Capital expenditures are the costs of facilities and other capital assets, and repairs which materially increase the value or useful life of capital assets.

### **c) Grant Fund Matching Requirements**

Each municipal Alliance has a matching requirement equivalent to the total amount of its Alliance grant. The matching requirement must be fulfilled with a minimum of 25% cash match and 75% in-kind services match.

The Municipal Alliance Committee must establish a subcommittee with the responsibility to develop a strategy for fulfilling the matching requirement. The subcommittee may also consider strategies for raising additional cash and in-kind services beyond the minimum grant-matching requirement, to be used for ATOD prevention activities. The subcommittee must meet at least quarterly during the project period. A plan detailing the municipal Alliance's fund matching strategy must be submitted as part of the grant application. The participating municipal government is responsible for ensuring that the Alliance program match requirement is met. Following are examples of acceptable practices for fulfilling the grant fund matching requirements:

#### **Cash Match**

- door-to-door types of fundraising;
- solicitations to business and industry for donations;
- activities to raise funds which have the potential for bringing a significant number of community persons together, such as runs, walks, bake sales and car washes.

#### **In-kind Match**

- the donation of the use of a municipal property at a fair market value to the project;
- time, as reflected by salary and wages, of municipal and private sector employees who perform services in accord with the project;
- complimentary (public service) advertising on local media, such as newspapers, radio and cable television, above the level of standard public service requirements;
- organized community benefits focused on the Alliance, which utilize celebrities, sports figures or experts in the field of addictions, who donate their services;

- the donation of printing and other mass reproductions of materials to carry the anti-alcohol and drug abuse message to the community.

#### **d) Program Income**

Program income received by an Alliance program directly generated by a grant supported activity or earned only as a result of the grant during the award period, must be utilized to carry out the objectives of the Alliance grant. Revenue resulting from the implementation of programs funded by this grant must be utilized by the municipal Alliance to satisfy current matching fund requirements or to enhance approved Alliance programs. This revenue shall be reflected in fiscal reports submitted to the County.

#### **e) Program Budget Modifications**

Requests to modify an approved municipal Alliance budget must be submitted on a form provided by the Governor's Council. Modifications may be approved by the county without prior GCADA approval provided that: 1) the modification is within a specific program (i.e. DARE, Project Graduation, etc); and 2) the total amount of the modification does not exceed 10% of the approved budget for the specific program. The Governor's Council must receive a copy of the completed modification form showing approval by the CASS and county chief financial officer (CFO).

Municipal Alliance program budget modifications that involve the movement of funds between approved programs, establish a new program, or exceed the 10% limit noted above, must receive GCADA approval, in addition to the CASS and county CFO approval, prior to implementation.

#### **f) Unexpended Grant Funds**

All funds awarded through this grant must be expended during the grant term (January 1-December 31). Municipal Alliance programs may incur costs only during the grant term. Funds obligated during the grant term, but not disbursed within 90 days following the termination or expiration of the grant term, must be returned to the Governor's Council.

#### **g) Conflicts of Interest**

A conflict of interest may exist if a Municipal Alliance Committee member can reasonably expect that his or her conduct will directly result in a financial benefit to him/herself, family, business associates, employers, or businesses that the

member represents. In situations where a conflict of interest may exist, the MAC member must recuse him/herself. Recusal means that the individual is not participating in deliberations or debates, making recommendations, giving advice, considering findings, voting or in any other way assuming responsibility for or participating in any aspect of the decision-making relating to the matter where there are potential conflicts of interest.

#### **h) Program Compliance and Termination of Grant**

If a grant recipient fails to comply with any terms of the grant award, whether stated in a statute, regulation, program guideline or policy, the Governor's Council may disallow all or part of the cost of the activity or action not in compliance, wholly or partly suspend or terminate the current award for the grant recipient's program, withhold further awards for the program; or take other remedies that may be legally available. The Governor's Council may terminate any grant in whole, or in part, at any time before the date of expiration, whenever it determines that the grant recipient has materially failed to comply with the terms of the grant.

#### **i) Reporting Requirements**

Municipal Alliance program grant recipients are required to submit program activity/expenditure reports to the county on a quarterly basis. The purpose of this report is to compare actual expenditures with the approved budget. Specific instructions will be provided by the county to describe the manner in which the report is to be completed. Failure to provide the required reports in the time frame prescribed by the county constitutes grounds for withholding future grant awards.